

FOREWORD

The Virginia Department of Emergency Management (VDEM) maintains the COVEOP and presents the plan to the Governor for adoption once every four years, at a minimum. The Governor issued Executive Order 41 in September 2011 to, in part, adopt the current published full version of the COVEOP.

In March 2008, the National Response Framework (NRF) was adopted by the U. S. Department of Homeland Security (DHS). The National Disaster Response Framework (NDRF) was also adopted by DHS in September 2011. The August 2012 version of the COVEOP more fully incorporates requirements and suggestions from the NRF, as well as the NDRF, released in 2011. In addition, the COVEOP Basic Plan and its appendices, Emergency Support Functions, and annexes have been modified to reflect results from training exercises and real world emergency events. This 2012 version of the COVEOP, Basic Plan developed by the Virginia Department of Emergency Management, in coordination with other state agencies, continues to align with the National Incident Management System.

PREFACE

Virginia is vulnerable to a variety of hazards such as flooding, hurricanes, tropical and winter storms, earthquakes, radiological incidents, hazardous materials incidents, and acts of terrorism. A planned and coordinated response on the part of state and local officials in support of responders in the field can save lives, protect property, and more quickly restore essential services. The emergency management mission of the Commonwealth, in cooperation with federal agencies and local governments, is to provide a solid foundation for emergency planning and preparedness, to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property, and to expedite the restoration of essential services following an emergency or disaster situation.

The Code of Virginia, § 44-146.13 to 44-146.29:2, establishes legal authority for development and maintenance of the Commonwealth's emergency management program and organization, and defines the emergency powers, authorities, and responsibilities of the Governor and the State Coordinator. Moreover, the *Virginia Emergency Services and Disaster Laws* require that state and local governments develop and maintain current emergency operations plans (EOPs) in order to be prepared for a variety of natural and human-caused hazards. Executive orders by the Governor supplement the laws and establish specific planning initiatives and requirements.

EMERGENCY MANAGEMENT PROGRAM FOR THE COMMONWEALTH

The strategies and objectives of the Commonwealth's Emergency Management Program are established in several plans including:

- Secure Commonwealth Initiative Strategic Plan (2011) is a multi-year plan that sets the overall course and direction of Commonwealth Preparedness, including the emergency management program, by defining its vision, mission, goals, and objectives.
- Commonwealth of Virginia Emergency Operations Plan (COVEOP), maintained by VDEM, including hazard specific and support annexes, is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of statewide incidents.
- *The Commonwealth of Virginia Critical Infrastructure Protection and Resiliency Strategic Plan*, maintained by the Office of the Secretary of Veterans Affairs and Homeland Security, supports the National Infrastructure Protection Plan (NIPP) by establishing a coordinated approach to national priorities, goals, and requirements for critical infrastructure and key resources protection. The strategic plan requires the development of Sector Specific Plans (SSPs) to provide the means by which the NIPP is implemented across all critical infrastructure and key resources sectors.
- The Commonwealth of Virginia Standard Hazard Mitigation Plan identifies hazards and analyzes the potential impacts. The plan focuses on prevention and reduction of the impacts of hazards establishing interim and long-term goals and objectives, strategies, programs and actions to avoid long-term vulnerability to the hazards.
- Other hazard specific plans, developed by individual agencies to address specific incidents or pursuant to federal guidance.
- Agency strategic plans focus on prioritized actions including the functions of each agency which are critical to the emergency response and recovery operations of the Commonwealth.

- Agency continuity plans address an agency's ability to continue to provide essential government functions in the event of a disruption. Plans include orders of succession, delegations of authority, and essential records, systems, and equipment. They also address the procedures for protecting, maintaining and restoring essential government functions, including those that are critical to emergency response and recovery operations.

COMPONENTS OF THE COMMONWEALTH OF VIRGINIA EMERGENCY OPERATIONS PLAN

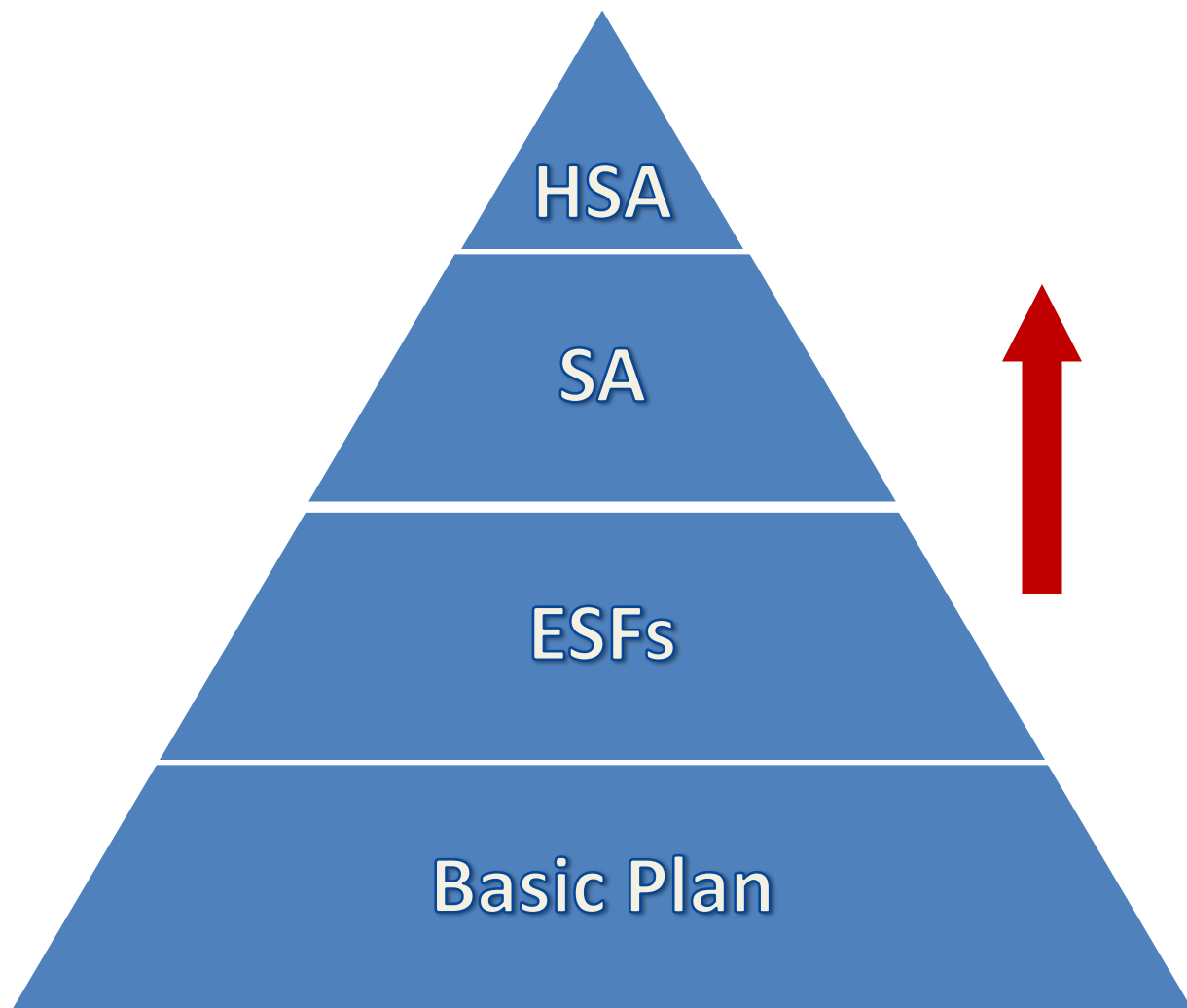
Basic Plan, using an all-hazards approach to incident management, describes the concepts and structures of response and recovery operations; identifies agencies with essential (lead) and support emergency management functions; and defines emergency preparedness, response, recovery, and mitigation responsibilities of local governments, non-governmental organizations (NGOs) and private partners. There are seventeen (17) Emergency Support Function Annexes, five (5) Support Annexes, and six (6) Hazard-Specific Annexes to the Basic Plan, including the Governor's executive order from August 2012 that promulgated the COVEOP and the Record of Changes section to document updates made between promulgation years and approved by the Governor.

Emergency Support Functions (ESFs) provide the structure for state interagency emergency operations in support of disaster-affected localities. The annexes identify lead and supporting agencies and organizations, and explain in general terms how the Commonwealth will organize and implement those functions. State agencies are assigned to lead or support the ESFs based on authorities, resources, and capabilities. ESF #5, Emergency Management, is the lead ESF in any operation involving the VERT. ESF #5 has the responsibility for command and control for the Virginia Emergency Operations Center (VEOC) and overall coordination of all state assets and resources.

Support Annexes (SAs) address those functions that are applicable to every type of incident and provide support for all ESFs. They describe the framework through which state agencies and NGOs coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management.

Hazard-Specific Annexes (HSAs) address contingency or hazard situations requiring specialized response and recovery procedures. They describe policies, situations, concepts of operations and responsibilities pertinent to incidents such as radiological emergencies, hurricanes, public health threats like pandemic influenza, terrorism incidents, technological hazards, and large-scale hazardous-materials incidents.

COVEOP COMPONENT RESPONSE DIAGRAM



The diagram above demonstrates the process in which the four components of the COVEOP are activated. The Basic Plan, forming the foundation, is always in play during an incident. As the state's response grows, select Emergency Support Functions (ESFs) are called upon to support specific missions. Support Annexes (SAs) may then be augmented to supplement actions carried out by the Basic Plan and ESFs. Located at the top of the pyramid, Hazard-Specific Annexes (HSAs) play a very important role during the state's response. These comprehensive, incident-specific documents address enhanced response actions not identified in the Basic Plan and underlying ESFs.

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Emergency Support Functions

- 1. Transportation
- 2. Communications
- 3. Public Works & Engineering
- 4. Firefighting
- 5. Emergency Management
- 6. Mass Care, Emergency Assistance, Housing, & Human Services
- 7. Logistics Management & Resource Support
- 8. Public Health & Medical Services
- 9. Search & Rescue
- 10. Oil & Hazardous Materials Response
- 11. Agriculture & Natural Resources
- 12. Energy
- 13. Public Safety & Security
- 14. Recovery & Mitigation
- 15. External Affairs
- 16. Military Affairs
- 17. Volunteer & Donations Management

Support Annexes

- 1. Continuity of Government
- 2. Recovery Programs
- 3. Finance & Administration
- 4. Mass Care & Sheltering
- 5. Evacuation & Re-entry

Hazard-Specific Annexes

- 1. Radiological Emergency Response
- 2. Terrorism Consequence Management
- 3. Hurricane & Tropical Storm Response
- 4. Pandemic Influenza Response

5. Hazardous Materials Response
6. Technological Hazards Response

I. INTRODUCTION

The Commonwealth of Virginia Emergency Operations Plan (COVEOP) provides the coordinating structures, processes, and mechanisms in a collective framework for the coordination of state support to impacted local governments and affected individuals and businesses. It is compatible with the National Response Framework and provides the structure for coordinating with the federal government in the delivery of federal disaster assistance. The COVEOP assists in the Commonwealth Preparedness mission by improving our capability to respond to and recover from natural and human-caused disasters.

A. Purpose

The Basic Plan of the COVEOP is an overview of the state's emergency response and recovery organization and policies. This plan identifies the role of the state government before, during, and after a disaster, large scale emergency, or event affecting Virginia. It establishes the concepts and policies under which all elements of state government will operate during emergencies. It assigns duties and responsibilities to agencies and organizations for disaster preparedness, response, recovery, and mitigation. It also provides the framework within which more detailed emergency plans and procedures can be developed and maintained by state agencies, local governments, NGOs, and private sector partners.

To ensure the state's capability to implement this plan, each executive branch state agency tasked with essential emergency management responsibilities, as identified in the Basic Plan, ESF, Support and/or Hazard Specific Annexes, shall develop a Continuity Plan that identifies the critical and time-sensitive missions, applications, processes, and functions of the agency to be recovered and continued in an emergency or disaster, including alternate operating capabilities. Agency functions critical to the state emergency response and recovery operations shall have priority for protection and restoration.

Top priorities for incident management are to:

- Save lives and protect the health and safety of the public, responders, and recovery workers.
- Protect and restore critical infrastructure and key resources.
- Protect property and mitigate damages and impacts to individuals, communities, and the environment.
- Facilitate recovery of individuals, businesses, communities, governments, and the environment.
- Manage public expectations regarding preparedness, response, recovery, and mitigation activities.

B. Scope & Applicability

The COVEOP covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies within or affecting the Commonwealth.

The COVEOP establishes interagency and multi-jurisdictional mechanisms for state agency involvement in domestic incident management operations. These mechanisms include coordinating structures and processes for incidents requiring:

- Local-to-local support through Statewide Mutual Aid (SMA).
- State support to local governments.
- State-to-state support through the Emergency Management Assistance Compact (EMAC) agreements or other appropriate instruments.
- Public and private-sector incident management integration.

This plan is applicable to all agencies of the Commonwealth of Virginia that might be requested to provide assistance or conduct operations in the context of actual or potential incidents in which the governor may declare an emergency or determine that state emergency management coordination is required in order to save lives, minimize damage, or otherwise assist a region, locality, community, or non-governmental entity in response to a disaster. Moreover, this plan also provides the foundation for the organization and coordination of community recovery and mitigation activities.

C. Planning Assumptions

1. State agencies have developed internal plans or procedures specific to their assigned roles and responsibilities outlined in the COVEOP.
2. State agencies' capabilities to carry out response and recovery tasks are enhanced through the development, updating, and testing of agency continuity of operations plans and procedures. These plans or procedures have been submitted to VDEM for review and approval.
3. Incidents including major emergencies or catastrophic events will require full coordination of operations and resources, and may:
 - Occur at any time with little or no warning.
 - Require significant information-sharing at the unclassified and classified levels across multiple jurisdictions and between the public and private sectors.
 - Involve single or multiple jurisdictions and/or geographic areas.
 - Have significant statewide and/or national impact and/or require significant inter-governmental resource coordination.
 - Involve multiple, highly varied hazards or threats on a local, regional, statewide or national scale.
 - Result in mass casualties; displaced persons; property loss; environmental damage; and disruption of the economy and normal life support systems, essential public services, and basic infrastructure. These effects may be minimized by the proactive notification and deployment of state resources in anticipation of or in response to major events in coordination and collaboration with local, private and federal entities
 - Impact critical infrastructures across sectors.

- Overwhelm capabilities of state agencies, local governments, and private-sector infrastructure owners and operators.
 - Attract a sizeable influx of resources, including independent and spontaneous volunteers.
 - Require short-notice state asset coordination and response.
 - Require prolonged, sustained incident management operations and support activities for long term community recovery and mitigation.
4. The severity of the impact on state and local resources might necessitate a request for federal assistance. The following factors influence the need for federal involvement in response and recovery may include, but are not limited to:
- State or local needs exceeding available resources.
 - The economic ability of the state and/or the affected localities to recover from the incident.
 - Incident type or location.
 - Severity and magnitude of the incident.
 - The need to protect the public health or welfare or the environment.
5. The combined expertise and capabilities of government at all levels, the private sector, and the non-governmental organizations will be required to prepare for, respond to, mitigate, and recover from incidents of major or catastrophic proportions.
6. Localities have a plan as part of an emergency management program that reflects current doctrine and protocol.

D. Policies

1. The Commonwealth of Virginia Emergency Services and Disaster Laws require the state, and each city and county within the state, establish an emergency management organization and they develop and maintain a current Emergency Operations Plan (EOP) structured around the existing constitutional government.
2. Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level. As such, direction of emergency operations will be exercised by the level of local government affected closest to the event or incident. If an incident is determined to have a terrorism nexus, appropriate federal agencies will likely assume direction and control.
3. On-scene coordination of emergency response will be accomplished within the Incident Command System (ICS) allowing for the incorporation of local, state, and federal agencies, and other responsible parties
4. In Virginia, counties and independent cities have the primary responsibility for emergency operations and will commit all available resources to save lives and minimize property damage. Should local emergency response capabilities be overwhelmed, outside assistance is available

through mutual aid agreements with nearby jurisdictions, members of the Commonwealth's Statewide Mutual Aid (SMA) Program or from the state through a request for assistance submitted to the Virginia Emergency Operations Center (VEOC).

5. The provision of state assistance and the deployment of state resources for emergency response are dependent upon the receipt of prompt and accurate situational information from local officials. Local requests for assistance and/or situation reports will be submitted utilizing WebEOC. If WebEOC is unavailable, information may be transmitted via other means, such as fax, email, telephone, or teletype.
6. The Governor may issue an executive order declaring that a "state of emergency" exists in all or a portion of the Commonwealth of Virginia; the order implements the COVEOP.
7. All Executive Branch agencies (including state institutions of higher education) are resources of the Governor, and therefore may be activated to support the VERT during response or recovery activities.
8. The negative effects on Virginia's residents and its economy of natural disasters such as hurricanes, floods, winter storms, earthquakes, and wildfires are increasing due to increased urban development in vulnerable areas, industrial expansion, traffic congestion and widespread use and transport of hazardous materials. These factors also increase the risk of human-caused emergencies such as hazardous materials accidents, gas pipeline accidents, power failures, resource shortages and environmental contamination. In addition, the Commonwealth's proximity to Washington, D.C. and federal facilities located throughout Virginia increase the potential for terrorism related events.
9. Requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges and universities, and authorities will be submitted to the local Emergency Management Coordinator in the jurisdiction in which the entity resides. Requests for assistance will be submitted to the VEOC by the local Emergency Management Coordinator, or their designee when local capabilities are exceeded.
10. Emergency response and recovery activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).
11. Assistance from state agencies will be requested from and coordinated by the VERT, through the VEOC. The VEOC is the central location from which state coordination is executed.
12. Support furnished to local government from state agencies will be assigned on a mission-type basis and will be under the operational control of the department, agency, or office furnishing the support.
13. The Commonwealth may participate in interstate cooperation including the requesting of response and recovery resources from other states and the sending of resources to other states in accordance with EMAC. The Code of Virginia (§ 44-146.28:1) authorizes reimbursement for services the Commonwealth requests from other states and payment for services sent to other states through EMAC.
14. If the need for resources exceeds the capabilities of the localities and the state, the Governor may request federal assistance. The Governor may request the President to declare an emergency or a

major disaster and may request assistance for individuals and for public entities, state agencies and local governments.

15. During incidents for which the President has declared an emergency or major disaster, federal support to states is delivered in accordance with relevant provisions of the Stafford Act. This support is requested and coordinated through the VERT.

II. HAZARD IDENTIFICATION & RISK ANALYSIS

Preparedness, response, recovery, and mitigation strategies are largely based on analyses of the known hazards in Virginia.

Natural Hazards Based on the Virginia Standard Hazard Mitigation Plan

HIGH	MEDIUM – HIGH	MEDIUM	MEDIUM – LOW	LOW	NEGLIGIBLE
Flood	Hurricane, Tropical Storm, & Thunderstorm (Non-Rotational Wind) Winter Weather	Tornado Drought Wildfire	Earthquake Landslide	Karst Dam Inundation	Erosion Thunderstorm Lightning Hail Extreme Heat Extreme Cold Tsunami Epidemic

Human Caused Hazards

In addition to the natural hazards identified in the Hazard Identification and Risk Assessment, the Commonwealth may potentially be affected by human-caused events. Some specific human caused hazards are addressed in incident annexes. These annexes were developed based on historical events and potential impact to the Commonwealth and its political subdivisions. The following Hazard-Specific Annexes have been included in the COVEOP.

- Radiological Emergency Response
- Terrorism Consequence Management
- Hazardous Materials Response
- Pandemic Influenza Response
- Hurricane & Tropical Storm Response
- Technological Hazards Response

III. ORGANIZATIONAL STRUCTURE

The Code of Virginia (Title 44-146) provides that emergency management organizations and operations will be structured around existing constitutional government. The Governor is the Director of Emergency Management for the Commonwealth. The Governor appoints a State Coordinator of Emergency Management to head the Virginia Department of Emergency Management (VDEM). The State Coordinator appoints the VERT Coordinator, who manages the VEOC and coordinates response activities. The State Coordinator also appoints the Director of Recovery and Mitigation, who coordinates state recovery activities for a disaster that is declared by the President as authorized by the Stafford Act. For a presidentially declared disaster, the State Coordinator is usually designated the State Coordinating Officer (SCO) by the Governor.

Agencies of Virginia state government that have been assigned lead and support emergency response or recovery duties and responsibilities are collectively known as the Virginia Emergency Response Team (VERT). All VERT agencies must develop and maintain their designated part(s) of the COVEOP.

The organization for state level emergency operations includes:

- The Governor and his immediate staff.
- State resources coordinated by the Virginia Department of Emergency Management (VDEM) during normal operations and the VERT during augmentations. The VERT agencies manage resource requests from the VEOC. Recovery operations are managed by designated state agencies and federal officials co-located in a Joint Field Office (JFO).
- State departments and agencies are assigned emergency responsibilities in the COVEOP. This plan identifies emergency support functions (ESFs) and assigns responsibility to lead and support agencies for each function. (See Appendix E: Emergency Support Function Matrix).
- Regional coordination: When appropriate, state agency emergency coordination teams are organized within VDEM's seven emergency management regions. State agencies' regional staffs and VDEM Local Support Services collaborate in the development of regional coordination plans.
- Local governments: Each city and county is required to have an emergency management organization as defined in the Code of Virginia (§ 44-146.19). Locally available manpower, materials, equipment, and facilities should be identified in each local emergency operations plan (EOP). Non-affected localities may be requested to provide assistance through the Statewide Mutual Aid Program.
- Federal agencies upon request within their statutory authority.
- Non-governmental organizations (NGOs) designated in the COVEOP and/or affiliated with ESFs. Some NGOs enter into agreements with the Commonwealth of Virginia to perform specific disaster functions.
- Private sector partners working with the primary state agency for each ESF may be incorporated into the VERT as deemed necessary by the VERT Coordinator. The involvement of private sector counterparts may depend on the severity and type of event.
- The delivery of disaster assistance is coordinated by FEMA and the Virginia Department of Emergency Management from a Joint Field Office. The state organization for recovery and

mitigation parallels the federal organization at the JFO to ensure the effective interface and coordination from both a functional and programmatic perspective. The recovery framework is structured to be flexible and scalable to quickly adapt to any disaster situation.

A. Additional VERT Organizational Elements

VECTOR: The Virginia Evacuation Coordination Team for Operational Response is located within the Operations Section of the VERT. VECTOR is responsible for the coordination of evacuation and shelter operations. VECTOR is comprised of representatives from several key agencies including VDSS, VDOT, VSP, DMA, VDACS and VDEM.

STATE/FEDERAL TEAMS: The VDEM Local Support Services Division will deploy and manage VDEM Regional Coordinators to provide maximum support to impacted localities. It will also coordinate the mobilization of trained adjunct staff to form state/federal teams should FEMA activate its program of State Liaison Officers. The Local Support Services Division will also coordinate the entry of state/federal teams into localities with the goal of minimizing disruption to local response and recovery efforts. During VERT Response Operations, Local Support Services director or designee will be located in the VEOC or may operate in a mobile capacity.

IV. CONCEPT OF OPERATIONS

This section describes the Commonwealth of Virginia emergency management coordinating structures, processes, and protocols employed for incident management. These coordinating structures and processes are designed to enable execution of the responsibilities of the Governor through the appropriate state agencies and to integrate Federal, state, local, non-governmental agencies and organizations, and private-sector efforts into a comprehensive statewide approach to incident management.

A basic premise of the COVEOP is that incidents are generally handled at the jurisdictional level closest to the event. Local police, fire, emergency medical and health, emergency management, and other personnel are responsible for responding to local incidents. In some instances, a state or federal agency with principal activities or facilities in a local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities. In the vast majority of incidents, local resources will operate under the umbrella of a mutual aid agreement or compact to provide the first line of emergency response and incident management support.

The COVEOP and local emergency operations plans (LEOPs) are founded upon the concept that emergency operations begin at the local level, and state assistance will be provided upon request when needs exceed local capabilities. Situations in which several localities are threatened or impacted concurrently may involve the Commonwealth from the onset. If the Commonwealth is overwhelmed, the Governor may request federal assistance. At each level, the government should officially declare a 'state of emergency' to exist in order to request assistance. A local emergency declaration indicates that local resources capable of handling the situation are fully committed before state assistance is requested. Likewise, state resources should be fully committed before federal assistance is requested. Exceptions are made to these procedures when localities request state assistance with search and rescue or hazardous materials response.

During normal operations, it is the responsibility of VDEM to manage the VEOC from which the Governor, or designee, can direct and control emergency operations statewide. The State Coordinator of Emergency Management is the Governor's designee to coordinate the state's response to all emergencies and disasters. Agencies assigned VERT lead or supporting responsibilities designate staff to respond to the VEOC.

In time of emergency, the VERT provides (1) centralized state government emergency operations (at the VEOC) in order to coordinate the delivery of resources to local governments, (2) provide advice and counsel to the Governor, or the Governor's designee, to formulate policy, establish priorities, collect and analyze information, and disseminate information, and (3) maintain communications with the federal, state, local, and private sector partners related to conditions or developing situations related to the emergency.

A. Incident Management Actions

The Commonwealth of Virginia is dedicated to providing assistance to local governments and their citizens throughout the event. This includes response, recovery, and mitigation activities. Disaster response and recovery efforts are carried out by federal, state, and local government agencies in partnership with private sector and non-governmental organizations.

Incident management begins with identification of a risk or threat and concludes when those impacted have been restored to pre-incident conditions, when feasible. Actions may include, but are not limited to, notification and warning, activation of the VERT, response actions, assessment of impact, and request for federal assistance, recovery actions, mitigation actions and long-term community recovery.

1. Notification

State agencies, local governments, private-sector, and NGOs report threats, incidents, and potential incidents using established communications and reporting channels.

The VEOC and the Virginia Fusion Center receive threat and operational information regarding incidents or potential incidents, and then makes an initial determination to implement Federal information-sharing and incident management protocols.

2. Alert & Warning

Public notifications shall be disseminated through multiples means, some examples are:

- Public Announcement
- Social Media
- Watches and Warning
- Emergency Alert System (EAS)
- Other Emergency Bulletins

3. Activation of the VERT

The VEOC receives notification of conditions, events, and/or occurrences that may impact the Commonwealth, reports of hazardous conditions existing within the Commonwealth, and requests for assistance from local governments.

In support of VDEM's mission, the VEOC maintains an Incident Management Cadre (IMC) to assist the VERT Coordinator, if requested, in determining the requirement to augment the VERT. The IMC consists of personnel designated by the VERT Coordinator, to include but not limited to representatives of Public Affairs, Local Support Services, Operations, Logistics, Planning, Finance and subject matter experts, as needed. The VERT Coordinator will, based on

information provided from the IMC, brief the State Coordinator and/or his or her designee(s) of the operational course of action.

The VERT Coordinator, in consultation with the State Coordinator, Deputy State Coordinator, and/or his or her designee, will initiate the notification of the appropriate VERT Staff and necessary state agency points of contact of an augmentation and request representatives to support the VERT.

Based on an analysis of the information received, the State Coordinator recommends to the Governor that he/she declare a state of emergency, so that state resources can be immediately prepared or deployed to impacted areas. As authorized by the Code of Virginia, the Governor issues an executive order declaring that a state of emergency exists, activating this plan.

4. Response Actions

At the request of local government(s), the VERT directs state response activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs, and maintain the social, economic, and political structure of the affected community.

As part of an effective response, the VERT must continuously refine its ability to assess the situation as an incident unfolds and rapidly provide accurate and accessible information to decision makers by maintaining situational awareness and a common operating picture. This can only be accomplished through receipt of prompt and accurate situational information using established reporting mechanisms.

Response actions may also include the following resources and/or elements:

- Law enforcement
- Fire and Emergency Medical Services
- Evacuation; transportation system detours
- Emergency public information or other actions taken to minimize additional damage
- Urban search and rescue services
- Deployment of advance teams to assess severity of impact and expedite the delivery of state resources.
- Establishment of mass care facilities, including shelters and feeding operations
- Provision of public health and medical services, food, water, and other emergency essentials
- Debris clearance and/or the emergency restoration of critical infrastructure
- Control, containment, and removal of environmental contamination

5. Assess Damage and Analyze Impact

An assessment of the impact of an incident begins at the local level. Local officials are required to submit situation reports to the VEOC throughout the course of the incident, and to send an Initial Damage Assessment (IDA) to the VEOC within seventy-two (72) hours of the impact of the event. The time frame may be adjusted however, depending on the type of incident. A prolonged snow storm which impedes travel and poses significant risk to personnel for example, may require additional time to submit an IDA. It is critical that the information provided in the IDA accurately reflects the damages and impacts sustained by the community, as the decision to

request a Preliminary Damage Assessment and seek a Presidential disaster declaration is made on the basis of this information.

As the situation changes and new information becomes available, local officials will update the VEOC as soon as reasonably possible. IDAs should be submitted to the VEOC through WebEOC or on the standard forms provided by VDEM. The VEOC staff summarizes the damage assessments from all sources and evaluates the impact of the incident on localities and on the state. The VEOC determines the capabilities of the state resources to manage the incident.

Depending on the findings from the Initial Damage Assessment submitted by localities and state agencies, the State Coordinator of Emergency Management may request FEMA conduct a joint Preliminary Damage Assessment (PDA) in coordination with affected localities, to verify the damages and estimate the amount of supplemental assistance needed. ESF #14, VERT and FEMA will coordinate the joint PDAs from the VEOC. The Joint PDAs focus on the more significantly impacted areas identified on the Initial Damage Assessments submitted that may be eligible for federal assistance under the Robert T. Stafford Act, as amended (e.g., Individual Assistance, Public Assistance and Hazard Mitigation), or the Small Business Administration (SBA) Disaster Loan Program. State and federal personnel knowledgeable in these programs will accompany local officials to the damaged sites.

6. Requests for Federal Assistance under the Stafford Act

The State Coordinator of Emergency Management will report the findings of the PDAs to the Governor and recommend whether to request federal assistance. Based on findings, the Governor will then send a letter to the President requesting a declaration of emergency or major disaster for specific localities in the Commonwealth.

When a large scale disaster is imminent it might be obvious that the scope of the event justifies federal assistance. For an expedited declaration, the Governor relies on forecasted or visual impact rather than damages verified through the PDA process.

If the Governor's request for a federal declaration is approved, the declaration will specify the federal assistance programs that will be made available to the state, as well as the jurisdictions included in the action. A Public Assistance Disaster Declaration provides the basis for financial and other forms of aid to state and local governments and non-profit organizations for debris removal, implementation of protective measures, and damages sustained to critical infrastructure. An Individual Assistance Disaster Declaration provides the basis for financial and other forms of aid to private citizens and, to a more limited extent, to businesses. Sometimes when a disaster event does not meet the criteria for a Stafford Act Individual Assistance Disaster Declaration, it may meet the criteria for a Small Business Disaster Declaration. The SBA Administrator can approve this type of disaster declaration. Other federal disaster assistance declarations that can be authorized independently include the U.S. Department of Agriculture declarations and the DHS/FEMA Fire Management Assistance declarations.

7. Recovery Actions

Recovery involves actions needed to assist individuals and communities return to pre-incident conditions when feasible, as well as mitigate the potential impacts of future events. The Commonwealth joins with federal agencies to establish a Joint Field Office (JFO) that serves as the central coordination point among Federal, State, local and voluntary organizations for delivering recovery assistance programs.

Recovery actions typically include the direct financial assistance to eligible individuals who have lost residential dwellings or personal property, and the coordination and execution of service and site-restoration plans, and the reconstitution of state and local government operations and services through private-sector, non-governmental, and public assistance programs. ESF #14 is responsible for coordinating short-term, interim, and long-term recovery operations. This ESF supports the short-term, interim, and long-term recovery phases through a framework comprised of the following components: an assessment process that determines needs; a mechanism that ensures the effective and efficient identification, application and coordination of resources to maximize benefits; and the necessary technical support to address issues that may arise in the implementation of strategies and projects associated with each phase. ESF #14 also assists in the communications and interface between localities, regions, state agencies, non-governmental organizations, and FEMA as well as other event specific support agencies or organizations.

ESF #14 along with the state and local officials will participate in the development of a long-term recovery strategy for the impacted area(s).

Short-Term Recovery

The short-term component of the recovery process supports a variety of activities to include: reviewing and assessing initial damage assessments; recommending, arranging, and supporting Preliminary Damage Assessment (PDAs); developing the Governor's letter and associated documentation requesting a federal declaration and the establishment of the Joint Field Office (JFO) with FEMA if the declaration request is approved. The JFO focuses primarily on the delivery of disaster assistance programs authorized by The Stafford Act, the management of the cost reimbursement process, and the coordination of available resources and support from local, state, federal, non-governmental organizations and private sector resources.

Long-Term Recovery

The Long-term Recovery component of ESF #14 will assess the severity of the impacts on the community, and begin defining the anticipated long-term recovery needs and resource requirements. The assessment associated with the long-term phase is broader in scope and focuses on the social and economic fabric of the community and associated infrastructure.

Factors that will be considered in this process will include the following:

- Impacts on the housing sector and the projected number of displaced persons on a long-term basis.
- The severity and scope of the infrastructure damage precipitating major service and economic disruptions and impacting negatively on overall response and recovery operations.
- Impacts on key sectors of the communities' economic base.

Based on the initial assessment of long term recovery needs and resource requirements, and following consultation with the appropriate state officials and support agencies, the ESF #14 Long Term Recovery team will make a recommendation with regard to the activation of the Economic Crisis Strike Force, which is led by the Secretary of Commerce and Trade, in coordination with other Secretariats as appropriate. This strike force will begin developing the necessary plans, priorities, initiatives and assistance to address the long term recovery issues

identified. The Long-term Recovery Liaison team will continue to interface and coordinate with the short-term recovery component until the housing and associated issues of the shelter population have been addressed. The Economic Crisis Strike Force will support and be represented in the Joint Field Office as required. It will also continue supporting long-term recovery processes until the long-term recovery objectives have been fulfilled.

The Economic Crisis Strike Force was established in 2006 to respond as needed to economic disasters in Virginia communities by assisting localities in developing short and long-term strategies to address the crisis and provide a single point of contact for citizens in affected communities. A natural disaster or act of terrorism, for which the Governor has declared a state of emergency, may create an “economic disaster” as defined in the Code of Virginia (§ 2.2-205.1). In practice, the response and recovery operational phases (and the associated activities) overlap in a given event. Government agencies must prepare to coordinate and resource both types of activities during pre-emergency planning and post-emergency operations. The ESF structure continues from response into the recovery phase although the activities and focus within an ESF might change.

State Public Assistance Program – Emergency Relief to Localities

For incidents that do not meet the level of impact to result in a federal declaration, state recovery programs may be implemented with or without a field office near the disaster site. The Code of Virginia (§ 44-146.28) established a state public assistance program entitled Emergency Relief to Localities to assist local governments recover eligible costs associated with localized major emergencies or disasters that lack sufficient damages to warrant a Presidential Declaration. The program, which is administered by VDEM, is structured like the federal PA program in terms of categories of work and having a threshold requirement. The program is considered as a program of last resort for those local jurisdictions that cannot meet the full cost. Any assistance provided under the program is at the discretion of the Governor.

8. Mitigation Actions

The Commonwealth maintains a Standard Hazard Mitigation Plan separate from the COVEOP due to a federally mandated content and review schedule. The goal of this document is to reduce the impacts of hazards on human, economic, critical infrastructure, and natural resources throughout the state by: incorporating mitigation concepts and objectives into existing and future policies, plans, regulations, and laws in the Commonwealth; improving the quality of the data and analysis used in the hazard identification and risk assessment process; identifying and implementing projects that will eliminate long-term risk, directly reduce impacts from hazards, and maintain continuity of operations; and promoting awareness of hazards and potential mitigation strategies in order to increase resiliency.

Hazard mitigation involves reducing or eliminating long-term risk to people and property from hazards and their side effects. The JFO is the central coordination point among Federal, State, local agencies, and NGOs for beginning the process that leads to the delivery of mitigation assistance programs.

Mitigation activities are designed to identify and implement measures to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident, and must be in accordance with stated objectives and strategies within state and local hazard mitigation plans.

The joint federal-state mitigation unit in the JFO coordinates the delivery of mitigation programs within the affected area, including:

- Grant programs for loss reduction measures (if available).
- Delivery of loss reduction building-science expertise.
- Coordination of Federal flood insurance operations and integration of mitigation with other program efforts.
- Conducting hazard recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs.
- Predictive modeling to protect critical assets.
- Early documentation of losses avoided due to previous hazard mitigation measures.
- Community education and outreach necessary to foster loss reduction.

V. ROLES AND RESPONSIBILITIES

A. State Government

Governor of Virginia

As the chief executive officer of the Commonwealth of Virginia, the Governor is responsible for the public safety and welfare of the people of the Commonwealth of Virginia. The powers and duties of the Governor in emergency management are addressed in the Code of Virginia §44-146.17.

The Governor:

- Is responsible for coordinating state resources to address the full spectrum of actions to respond to and recover from incidents in an all-hazards context to include terrorism, natural disasters, accidents, and other contingencies.
- Makes a verbal declaration of a “state of emergency” followed by a written executive order.
- If appropriate, amends and rescinds orders and regulations and/or directs and compels evacuation of all or part of the populace from any stricken or threatened area.
- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within any jurisdiction of the Commonwealth.
- Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states to facilitate resource-sharing.
- May request federal assistance when it becomes clear that the capabilities of the Commonwealth will be insufficient or have been exceeded or exhausted.
- May expend “sum sufficient” monies.
- May provide financial assistance to localities.
- Ensures the provision of essential services, including emergency and disaster response and recovery activities by executive branch agencies and institutions of higher education.

- Serves as the Commander-in-Chief of the Commonwealth military forces pursuant to the Code of Virginia § 44-8.

Virginia Emergency Response Team (VERT)

- Maintain situational awareness via the collection, analysis, and dissemination of information and intelligence.
- Receive, track, and coordinate requests for resources.
- Ensure all incident-applicable Emergency Support Functions (ESFs) are staffed.
- Implement plans to coordinate emergency management efforts among local, state, and federal entities; as well as private sector and non-governmental organizations.
- Facilitate resolution of legal, policy, political, social, and economic sensitivities of the affected jurisdiction(s) as they affect response and recovery operations.
- Facilitate formulation of Protective Action Decisions (PADs), as needed.
- Facilitate demobilization plans and procedures for preparation of after action reports.

State Agencies

All state agencies have the responsibility to:

- Have documented plans for their response and recovery from a natural or human-caused disaster.
- Have SOP's and plans to implement their specific responsibilities outlined in the COVEOP.
- Provide assistance directly to political subdivisions during small localized events when possible.
- Direct agency area supervisors (from applicable division, district, or local offices) to participate in the local emergency planning process and become a part of the local emergency response organization, as appropriate.

B. Local Government

The Code of Virginia (§ 44-146.19) designates powers and duties for emergency management to political subdivisions. Each jurisdiction:

- Shall have a director of emergency management who is either the mayor or city manager of an independent city, or in the case of a county, is either a member of the board of supervisors or the chief administrative officer.
- Shall serve as the primary party responsible for managing emergencies within their jurisdiction.

- May request assistance from the state when local resources and capabilities are overwhelmed. In addition, the local jurisdiction:
 - ✓ Is responsible for coordinating local resources to address the full spectrum of actions to respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies.
 - ✓ Is responsible for ensuring that local actions include and accommodate individuals with special and/or functional needs.
 - ✓ May develop or cause to be developed mutual aid agreements for reciprocal assistance in the case of a disaster too great to be dealt with unassisted. Such arrangements shall be consistent with state plans and programs and it shall be the duty of each local organization for emergency management to render assistance in accordance with the provisions of such mutual aid agreements.
 - ✓ Will receive and fulfill requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges and universities, and authorities within their jurisdiction until local capabilities have been exceeded or exhausted.
 - ✓ Will coordinate with state and federal officials after a disaster to implement recovery and mitigation strategies and programs.
- During a declared disaster, the local Emergency Management Director may:
 - ✓ Control, restrict, allocate or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities.
 - ✓ Enter into contracts and incur obligations necessary to combat threatened or actual disaster, protect the health and safety of person and property, and provide emergency assistance to the victims of such disaster.
 - ✓ Proceed without regard to time-consuming procedures and formalities prescribed by law pertaining to the performance of public work, entering into contracts, incurring of obligations, employment of temporary works, rental of equipment, purchase of supplies and material, and other expenditures of public funds.

C. Non-governmental and Volunteer Organizations

NGOs and voluntary organizations may:

- Collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.
- If appropriate, provide specific disaster relief services during response and recovery in cooperation with local officials.

D. Private Sector

Private-sector organizations are critical to the capabilities of the VERT. They may:

- Support the VERT by sharing information with the state agencies, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

The table below summarizes the roles of private sector organizations.

Organization	Role
Impacted Organization or Infrastructure	Private-sector organizations may be impacted by direct or indirect consequences of the incident. These include privately owned critical infrastructure, key resources, and other private-sector entities that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals. Critical infrastructure and key resources (CIKR) are grouped into 18 sectors that together provide essential functions and services supporting various aspects of the Virginia government, economy, and society. Homeland Security Presidential Directive 7 (HSPD-7) establishes a national policy for Federal departments and agencies to identify and prioritize critical infrastructure and to protect them from terrorist attacks. The directive defines relevant terms and delivers 31 policy statements. These policy statements define what the directive covers and the roles various federal, state, and local agencies will play in carrying it out
Response Resource	Private-sector entities provide response resources (donated or compensated) during an incident – including specialized teams, essential service providers, equipment, and advanced technologies – through local public-private emergency plans or mutual aid and assistance agreements, or in response to requests from government and non-governmental-volunteer initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents from occurring and responding to an incident once it occurs. For example, Federal regulations require owners/operators of nuclear power plants to maintain emergency plans and facilities and to perform assessments, prompt notifications, and training for a response to an incident.
State/Local Emergency Organization Member	Private-sector organizations may serve as an active partner in local and state emergency preparedness and response organizations and activities.
Components of the State Economy	As the key element of the state economy, private-sector resilience and continuity of operations planning, as well as recovery and restoration from an actual incident, represent essential emergency management activities.

E. Citizen Involvement

Strong partnerships with citizen groups and organizations provide support for incident management response, recovery, and mitigation. Local citizen groups, including Community Emergency Response Teams (CERTs), Medical Reserve Corps, Neighborhood Watch, Volunteers in Police Service (VIPS), and Fire Corps may:

- Provide capabilities to augment governmental response and recovery activities.

VI. PLAN MANAGEMENT AND MAINTENANCE

A. Coordination

The Commonwealth of Virginia uses the “preparedness organization” concept described in the NIMS for preparedness and maintenance of the COVEOP. The organization includes all agencies with a role in incident management and provides a forum for coordination of planning, training, equipping, and other preparedness requirements.

The following entities are critical to the Commonwealths preparedness efforts to include the development and maintenance of this plan:

- The Secretary of Public Safety (SPS)

Per Code of Virginia § 2.2-212, the secretary to which VDEM reports. SPS oversees the implementation of this plan and appropriate state-level response efforts.

- The Office of the Secretary of Veterans Affairs and Homeland Security (VAHS)

In 2011, the Office of the Secretary of Veterans Affairs and Homeland Security (formerly the Office of Commonwealth Preparedness) was established to work with federal, state and local officials, as well as the private sector, to develop a seamless, coordinated security and preparedness strategy and implementation plan. VAHS serves as the liaison between the Governor and the U.S. Department of Homeland Security.

- Secure Commonwealth Panel

Appointed by the governor and assigned the responsibility to “monitor and assess the implementation of statewide prevention, preparedness, response and recovery initiatives...” VAHS provides staff for the panel.

- Virginia Department of Emergency Management (VDEM)

The Code of Virginia assigns the Department of Emergency Management the tasks to “administer the emergency services and disaster preparedness programs.” VDEM coordinates with political subdivisions, state agencies, the federal government, and any public or private agency or entity to achieve the coordination of comprehensive emergency management in the Commonwealth. VDEM is responsible for the development, coordination, and maintenance of the COVEOP.

B. COVEOP Maintenance

VDEM maintains the Commonwealth of Virginia Emergency Operations Plan. The COVEOP is continually reviewed and periodically updated as required to incorporate federal policy changes, gubernatorial directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. The COVEOP will be reviewed and adopted in its entirety by the Governor at least every four years. This section establishes procedures for interim changes and full updates of the COVEOP. A COVEOP Management SOP has been adopted to support these procedures. Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans.

Any department or agency may propose and develop a change to the COVEOP. VDEM is responsible for coordinating review of the proposed change among the lead and support agencies of each affected ESF and any associated agency program areas as required. If VDEM identifies planning needs that require immediate resolution, or at the request of a state agency, VDEM may convene a COVEOP Plan Committee and revise areas of the plan identified by the committee. VDEM will send the final draft of the revised COVEOP to the Secretary of Public Safety and the Secretary of Veterans Affairs and Homeland Security for review and concurrence prior to submitting the plan to the Governor for approval and promulgation by Executive Order.

VDEM has developed and will maintain a procedure for changes that will include:

- Obtaining the official written approval for the change from the appropriate officials of the affected agencies.
- A process to notify and receive approval from the Governor or his/her designee for all requested changes.
- Ensure appropriate notification is made about the changes and maintain a record of changes.

C. Standards for other Commonwealth Emergency Plans

The COVEOP, including all annexes, is the core plan for emergency operations, and provides the structures and processes for coordinating incident management activities for terrorist attacks, natural disasters, and other emergencies. Following the guidance provided by the National Response Framework (NRF), National Incident Management System (NIMS), and other supporting documents, the COVEOP incorporates or provides an umbrella configuration for existing state emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the COVEOP, as supplements, or as supporting operational plans.

Accordingly, state agencies must incorporate key COVEOP concepts and procedures when developing or updating agency specific incident management and response plans. All additional response and recovery plans and procedures developed by agencies should be compatible with the COVEOP. Agencies are responsible for providing VDEM with access to current agency plans.

D. Plan Testing, Training, and Exercises

Responsible state departments and agencies will conduct training to ensure the COVEOP may be implemented in accordance with procedures and guidelines.

VDEM will conduct an annual VERT exercise (VERTEX) of the COVEOP. As required by the Code of Virginia, the exercise will address, among other issues, a prolonged and widespread loss of electric power. The exercises could include multiple agencies, multiple jurisdictions, private partners and NGOs. In addition, the VERT will participate with FEMA and Dominion Virginia Power in an annual exercise of the Radiological Response Annex. Any deficiencies, findings, areas recommended for corrective action, or improvement arising from these two exercises, or any other exercises coordinated from the VEOC, will be considered and corrected by appropriate training, plan update, and/or demonstration in any subsequent exercise or postulated event. VDEM has developed and instituted an after action review (AAR) process in which all VERT agencies participate. Local government representatives and NGO representatives are encouraged to participate in the AAR process.

E. Plan Implementation

This plan is effective for execution upon and pursuant to the Executive Order promulgating the same. The State Coordinator of Emergency Management will ensure that this document is subject to annual maintenance, review, and update based on selective evaluations, after-action reports, and new guidance.